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# CENTRAL INTELLIGENCE GROUP INTELLIGENCE REPORT

COUNTRY China

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SUBJECT Political Information: Soviet Repatriation -  
Background and Program of Selection

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25X1 Background

25X1 1. The story of Soviet repatriation from China began with the order issued by the Presidium of the USSR Supreme Soviet on 20 January 1946, according to which all former Tsarist subjects, pre-1917, are accorded the right to be reinstated as Soviet citizens. The Chinese Government requested details and a further explanation regarding the enforcement of this order. The answer was given (? by Moscow) that all those persons now living in China who could prove that they "belonged" to Russia prior to and after November 1917 have the right to apply for Soviet citizenship. This partially contradicted existing Chinese law, especially regarding those Russians born in China, as nearly two generations of Russians had come to other parts of China from Manchuria, where they had first appeared in 1897.

2. After some diplomatic wrangling it was decided that the Chinese Government would not interfere in the cases of such Russians provided that they fulfilled the following Chinese demands:

(a) If former Russian emigres residing in China wanted to become legal Soviet citizens with Soviet passports, they must obtain the consent of the Chinese Government for this transfer and at the same time obtain permission for permanent residence in China or residence for a conditionally fixed time.

(b) Those persons of Russian descent born in China must follow the same procedure, but they must first obtain special permission from the Chinese authorities to change their citizenship, as all such persons born in China were quoted by Chinese law as potential Chinese citizens.

Thus all those persons in China, and especially in Shanghai, who had received Soviet passports in China but did not have an entry visa or special permission from the Chinese Government were considered as "stateless" by the Chinese authorities, who ignored their Soviet passports. Most of the persons holding such passports did not suffer from this situation; however, in many cases of accidents, court proceedings, travel, etc., numerous inconveniences and serious consequences came to those who did not have entry visas or special permissions.

3. Because of these difficulties, the Soviet Embassy in Nanking entered into a series of new discussions with the intention of obtaining from the Chinese Government (1) recognition of such passports and the full rights as Soviet citizens of persons holding them, and (2) the legal right for Soviet diplomatic

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authorities in China to act in behalf of all such subjects. But all attempts by the Soviet representatives in Nanking to obtain the agreement of the Chinese Government were futile. Finally it was proposed to find a compromise which would be acceptable to both governments. The Soviet Embassy proposed that the USSR would repatriate all those subjects who had by 30 December 1947 obtained Soviet papers and who voluntarily agree to such repatriation. The Chinese authorities then promised to give technical assistance in the repatriation. Soviet Ambassador Petrov went to Moscow and obtained approval of this compromise plan. On 30 June 1947 Shanghai Consul General Halin announced the repatriation project to the USSR.

4. Still unsettled is the question regarding what status the Chinese Government will give to those persons who obtained Soviet papers in China during the last year and who wish to remain in China. Soviet authorities are worried because they know that under present regulations the USSR has no legitimate control over those persons who actually received Soviet passports but were not recognized by Chinese law as Soviet subjects. They know that such persons can destroy their Soviet passports at any time and continue as stateless subjects under Chinese law. Soviet authorities are particularly concerned over how many will be left in China after the volunteers will be repatriated. The Soviet Consulate is now trying to decide whether to acknowledge the independence of such persons or whether to denounce them as non-Soviet citizens and depend upon the Chinese authorities to implement Chinese law regarding them. The latter solution would involve a loss of face and a compromise with those persons who are free from any binding obligations to the USSR. Therefore, Moscow has instructed the Soviet Consulate to bend every effort by propaganda and indirect pressure to have the majority of these new Soviet citizens repatriated to the USSR. It is expected that soon the USSR satellite nations such as Poland and some of the Balkans will issue a repatriation decree; however, citizens of these nations in China are few and none of them have expressed a desire to be repatriated.

#### Program of Selection

5. The program of selection for repatriation from China is as follows:
- (a) Volunteers loyal to the USSR will be repatriated first.
  - (b) Only those Soviet subjects or Soviet citizen-applicants who are selected by the Soviet authorities for service abroad will receive permission from the Consulate for migration to places other than the USSR; all such visas previously granted will be canceled unless they belong to persons selected for service abroad.
  - (c) After the volunteers have been repatriated, the Consulate will call for persons of special qualifications (? technicians); pressure will be put upon those who do not respond to this call.
  - (d) All those who try to avoid repatriation and remain in China will be subject to diplomatic representations before the Chinese Government for compulsory repatriation.
  - (e) Those emigres or Russians born in China who do not want to be repatriated to the USSR and who remain by consent of the Chinese Government will thus show themselves to be definitely anti-Soviet and will be dealt with later.
  - (f) Except for (e) those finally remaining will represent a group of loyal Soviets who have been selected and screened by the Soviet authorities; this group will be entrusted with important but unstated functions.

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opinion

6. N. Zefirov, former chairman of the Shanghai Soviet Citizens' Association, is leaving Shanghai for Vladivostok and Khabarovsk to work in the special commission for handling repatriates arriving in the USSR. He believes that this repatriation program is the first step in the "get tough with China" policy of the USSR. He further believes that the USSR will coordinate events in Europe with those in China - one USSR move in Europe being followed by a USSR move in China. Soviet Consul General Halin told Zefirov that the USSR, after November at the latest, will withdraw from the Allied Powers Occupation Council for Germany and Austria, and that in the USSR occupation zones in Germany and Austria the USSR will act as Moscow pleases. Similarly in China, at the end of this year or the first of next year, the USSR will temporarily or even definitely break off diplomatic relations with China and concentrate all its attention on Manchuria and Sinkiang. Moscow has already worked out a special plan for the control of Manchuria with a "one-sided" management of the Chinese-Changchun Railway and cooperation with a de facto Chinese administration in Manchuria.

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Even Zefirov was formerly promised a position in the Manchuria set-up, but he is now being dispatched to the USSR. Some parts of Sinkiang will be occupied by Outer Mongolian forces and will be under the indirect control of Moscow.

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Note: The following are the different types of documents, all considered as valid types of passports by the Soviet government, which have been issued to Soviet Citizens in China:

- (a) Soviet passports issued by the USSR to bona fide Soviet nationals who had been permitted to go abroad from the USSR.
- (b) Soviet passports issued to Soviet citizens in China before World War II.
- (c) Soviet passports issued to Soviet citizens in China during World War II.
- (d) Soviet passports issued after August 1945 in connection with the Degree of the Presidium of the Supreme Soviet dated 20 January 1946.
- (e) Temporary receipts (Spravka) issued to the new applicants, ex-emigres.
- (f) Citizenship certificates (Udostoverenie) issued in lieu of passports by the Soviet Embassy in Nanking or by the Soviet Consulates General in Shanghai, Tientsin, and other major cities of China to those Soviet citizens who lost, or supposedly lost, their passports.

The Soviet passports of the first three categories had been issued in Moscow, while the documents specified in d and e above were issued by the Soviet Embassy or Soviet Consulates General in China. The majority of Soviet citizens in China are in possession of documents specified in e and f above, which were originally recognized by the Chinese Government. During the later part of June 1947 the Chinese Government would not recognize these certificates in lieu of passports, which are the only documents officially recognized internationally for entry to or exit from a foreign country. However, after the announcement of the "Soviet Repatriation" by Consul General Halin, the Chinese Government stated that all technical assistance possible would be afforded the Soviet authorities in accomplishing the announced repatriation plan.)

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7. On 11 July 1947 the Central and Wayside Soviet Citizens Clubs in Shanghai opened a Repatriation Department with the following sections: (1) Equipment and Supply for Those Without Funds, (2) Medical Section, (3) Transportation Section, and (4) Administrative Section. These two clubs are now notifying those without funds who are to be repatriated to apply for funds as soon as possible. In Shanghai the priority for repatriation of volunteers, the first group to go, has been established as follows: (1) Unemployed, (2) Parents with children of school age who must reach the USSR in time for the next school term, (3) All male youths above 18 who are of military draft age, (4) Single youths, male and female, who are high school graduates and who intend to continue their college education; orphans of Soviet citizens are included in this group.

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